

**State of Michigan
Michigan State Police
2014 Byrne Justice Assistance Grant
Program Narrative**

I. Introduction

The state of Michigan has a total land area of 56,538 square miles and is bordered by four of the five Great Lakes. Michigan is comprised of 83 counties and over 500 incorporated towns, villages, and cities. With the second largest land area of any state east of the Mississippi River, Michigan's geography varies from sparsely populated rural areas in the Upper Peninsula to more densely populated urban areas in the Lower Peninsula. In 2013, Michigan's population was estimated at 9,883,220, making it the 9th most populous state.

All types of crime except for robbery and property crimes increased between 2011 and 2012 in Michigan, according to the Uniform Crime Report. Some urban centers in Michigan, specifically Detroit, Flint, Pontiac and Saginaw, face the challenges of poverty, gang activity, violent crime, and high unemployment rates. According to the Federal Bureau of Investigation (FBI), Flint and Detroit led the nation in violent crime in 2012, with 2,337 and 2,137 violent crimes per 100,000 residents respectively (Fisher, 2012). Unfortunately, Pontiac and Saginaw were not far behind. Pontiac had 1,029 violent crimes per 100,000 residents while Saginaw saw its homicide rate more than double in 2012 from 2011 (Devereaux, 2012).

In response to the high level of violence in Saginaw, Detroit, Flint, and Pontiac, in March 2012, Michigan's Governor, Rick Snyder started the Secure Cities Partnership

(SCP), aimed at reducing the violent crime in these four cities through a blend of prevention, enforcement, prosecution, and community engagement. The MSP, with the assistance of a 2011 Smart Policing Initiative grant designed to create a cultural change in the department towards more evidence-based policing strategies, has targeted specific neighborhoods in the SCP cities to deploy directed trooper patrols.

The MSP is also employing the use of Data-Driven Approaches to Crime and Traffic Safety (DDACTS) to develop previously unavailable crime mapping in the SCP cities. The directed trooper patrols have been enhanced in Detroit, Flint, and Saginaw with the creation of combined major case detective bureaus to investigate violent crimes, as well as the addition of crime analyst positions to provide criminal intelligence support to troopers and detectives. In addition, the MSP has also assigned Community Service Troopers (CSTs), originally funded by a 2010 COPS grant, to each SCP city. Each CST works daily with local police departments, schools, and community groups to promote safe neighborhoods, mentor youth and provide a variety of community-based training, with a goal of reducing the level of violence that plagues each SCP city.

The effects of these efforts are starting to show, but there remains substantial room for improvement. For example, criminal homicides in Detroit decreased by 14 percent in 2013 compared to 2012 (Damron, 2014). While this decrease is certainly noteworthy and a significant accomplishment, the homicide problem in Detroit, a city of just over 700,000 residents, persists. "Detroit still recorded as many homicides in 2013 as New York City, which has more than 8.3 million residents" (Damron, 2014). Flint experienced decreases across all major Uniform Crime Reporting categories in 2013 but the city's homicide rate was still over 50 per 100,000 residents (Damron, 2014). In

Saginaw, while the overall violent crime was down 16 percent, according to statistics from the MSP Criminal Justice Information Center, homicides were up 16 percent.

The MSP is the State Administrative Agency (SAA) in Michigan for the Byrne Justice Assistance Grant (Byrne JAG) funds. Byrne JAG funds augment linkages occurring at the local level between criminal justice and human services agencies, including but not limited to, substance abuse, public health, and education. With Fiscal Year (FY) 2014 Byrne JAG funding, Michigan will assist both state and local governments in funding projects to support not only the Governor's SCP, but other criminal justice initiatives as well.

Within the MSP, the Byrne JAG Unit of the Grants and Community Services Division administers these funds. The Unit consists of three grant advisors who are responsible for the management of Byrne JAG funding and the Residential Substance Abuse Treatment for State Prisoners Grant, as well as regular justice appropriations. A financial analyst, manager, division director, administrative assistant, and soon-to-be-hired department technician also support the activities of the Byrne JAG Unit.

Governor Snyder has a vision for Michigan which includes increased operational effectiveness and a reduction in overall operating costs. To this end, Governor Snyder has also required each department within the state of Michigan to embrace performance metrics and to regularly report those findings to the public. This information will be beneficial as our office continues with the Byrne JAG strategic planning process.

A. Strategy/Funding Priorities, Subgrant Award Process, Timeline, and Program Descriptions

Subgrants are awarded in the MSP, Grants and Community Services Division, Michigan Automated Grant Information Connection Plus (MAGIC+) grants system. MAGIC+ uses web-based software which allows applicants to access the system on any device that is connected to the Internet and has the proper technology/security requirements.

Timeline:

June 2 - July 9, 2014: Solicit subgrant applications in MAGIC+.

July 10 - September 30, 2014: Application review process. Send award/denial letters to applicants.

October 1, 2014: Program implementation begins.

October 1, 2014 - September 30, 2015: Conduct subrecipient site visits.

November 30, 2014: Subrecipient Financial Status Report (FSR) due to MSP.

December 30, 2014: Subrecipient FSR due to MSP.

January 20, 2015: Subrecipient Performance Management Tool (PMT) and Quarterly Program Report (QPR) due to MSP.

January 30, 2015: State PMT, state Grant Management System (GMS) financial report, and subrecipient FSR due to MSP.

February 28, 2015: Subrecipient FSR due to MSP.

March 30, 2015: Subrecipient FSR due to MSP.

April 20, 2015: Subrecipient PMT and QPR due to MSP.

April 30, 2015: State PMT, state Grant Management System (GMS) financial report, and subrecipient FSR due to MSP.

May 30, 2015: Subrecipient FSR due to MSP.

June 30, 2015: Subrecipient FSR due to MSP.

July 20, 2015: Subrecipient PMT and QPR due to MSP.

July 30, 2015: State PMT, state Grant Management System (GMS) financial report, and subrecipient FSR due to MSP.

August 30, 2015: Subrecipient FSR due to MSP.

September 30, 2015: Subrecipient FSR due to MSP.

October 20, 2015: Subrecipient PMT and QPR due to MSP.

October 30, 2015: State PMT, state Grant Management System (GMS) financial report, and subrecipient FSR due to MSP.

For each of the program areas listed below, the funding will be based on a competitive application process while ensuring that the 61.7 percent local pass-through requirement is met.

Multijurisdictional Task Forces (MJTFs) Strategy

MJTFs are vital elements in the statewide effort to combine all available resources to reduce crime. The major emphasis for MJTFs is the investigation of illegal substance abuse and associated criminal activity. Eligible applicants must have state and local law enforcement participation and a commitment from federal sources for joint criminal investigations. MJTFs must also have a board of directors that includes all participating agencies. At least one of the board members must also be a participating member of a community coalition designed to bring all available resources together for crime-solving initiatives. Because most law enforcement authority is limited to specific

jurisdictions, but criminal activity is not, it is possible for large criminal enterprises to commit crimes beyond the scope of authority of a particular law enforcement agency. Addressing this problem requires cooperation among local, state, and federal law enforcement agencies, prosecutors, courts, corrections, service agencies, and the community. MJTFs combine the talents and resources of a variety of organizations to eliminate jurisdictional and procedural barriers and enhance problem-solving initiatives.

MJTFs have been funded with Byrne JAG grant funds for over two decades. There are 22 task forces receiving partial funding (approximately 7 percent of the total cost for those task forces), with additional projects for methamphetamine investigation coordination and forensic drug scientists. Effectiveness measures have been developed for the task forces to determine impact on regional crime and drug activity, and have been implemented through the quarterly program reporting process. These reports are being utilized to assess project activities, outputs, outcomes and impact. An evaluation system for police must be based on the authority of their position and role within the structure of government, as law enforcement remains the only agency given the authority to arrest persons who violate the law.

MJTFs are designed to act as a deterrent through arresting persons who violate statutes regulating the distribution of controlled substances. To evaluate the effectiveness of arrests, consideration must be given to the types of drugs that need to be prioritized at the state level. Priorities for targeted drugs and offenders who distribute them are based on drugs causing death or serious injury, affecting community safety, availability, and economic costs. Information on arrests will be collected by each

MJTF. Arrest data will include the level of arrest for each drug offense, as well as the type of drug for each arrest. MJTFs will also report their total operating budget and the number of sworn law enforcement personnel assigned to the team.

Arrest counts for each team and for overall state arrests will be weighted by the level of the drug trafficker arrested and points will be allocated based on the level of arrests. The points will then be totaled for each team and for overall state arrests. The remaining steps in the evaluation process will utilize this weighted arrest score, and statewide weighted scores will be totaled. Statewide year-to-year improvement will be determined by dividing the weighted and adjusted statewide arrest score from the current year, by the same number from the prior year. This will produce an annual percentage change value.

MJTF Goals:

- a) Reduce deaths and serious injury from drug overdoses.
- b) Reduce economic costs and threats to community safety caused by drug trafficking.
- c) Removal of multijurisdictional narcotic offenders and conspiracies in the regional area.
- d) Reduction and solving of criminal activity, with emphasis on violent crime, drug-related criminal activity, and repeat offenders.
- e) Coordinate with citizen groups, schools, local community, and substance abuse prevention/treatment agencies to reduce crime and improve quality of life.

- f) Consolidate information sharing between criminal justice agencies, prevention and treatment providers, and community coalitions.

MJTF Performance Measures:

- a) Community collaborations established.
- b) Crime rate and drug-related crime reduction.
- c) Data-driven target areas (hot spots).
- d) Number of indictments of targeted Class I-III drug offenders.
- e) Identified, disrupted, and dismantled criminal enterprises.
- f) Number, type, and value of assets seized.
- g) Cost comparison for street drugs.
- h) Number of weapons seized.
- i) Number of joint federal cases initiated and indictments.
- j) Number of Part I and Part II crime arrests and case clearances.
- k) Number of probation and parole violation arrests.
- l) Number of fugitives located and arrested.
- m) Number of health professional prescription drug cases initiated and cleared.
- n) Number of federal and state gang investigations, indictments, and successful prosecutions.
- o) Quantities of targeted drugs seized.
- p) Number of methamphetamine labs dismantled, arrests, and quantities seized.
- q) Number of children rescued from drug houses and methamphetamine production sites.

1. Drug Threat Assessment Strategy

Byrne JAG funding supports two intelligence analysts in the Michigan Intelligence Operations Center (MIOC). These analysts are responsible for collecting information that relates to drug activity and for researching and evaluating the collected information to determine if the information is credible. The analysts reach out to state and local law enforcement to identify common trends and links between drug manufacture and distribution, as well as identify criminal organization members and identifiers. They provide case support to the 22 MJTFs and other agencies. Written products may include reports relating to significant increases or decreases in drug use or distribution, and bulletins identifying concealment methods, manufacture methods, product labeling and Drug Trafficking Organization operation methods. The analysts adhere to the Analytical Standards as provided through the International Association of Law Enforcement Intelligence Analysts, as well as the MIOC Analytical Standards.

Drug Threat Assessment Goals:

- a) Provide a statewide drug threat assessment for Michigan.
- b) Provide data to support strategic decision making to reduce drug use and related crimes.
- c) Provide research and evaluate drug-related information to determine credibility.
- d) Provide full analytical support to all Byrne JAG-funded MJTFs.
- e) Provide evaluation support for drug enforcement.

Drug Threat Assessment Performance Measures:

- a) The number of drug-related intelligence products disseminated.
- b) The number of requests for service/information completed.
- c) The number of new drug cases generated through the Michigan Automated Prescription System and National Precursor Log Exchange.
- d) Number of drug trafficking organizations identified, disrupted, and dismantled.
- e) The number of warrants obtained due to intelligence enhancements.

2. Priority Population Drug Courts Strategy

Problem-solving courts first emerged in the 1990's as an innovative response to target offenders with specific issues that were not adequately addressed in traditional courts. Problem-solving courts include drug abuse, mental illness, and domestic violence. The most widely implemented problem-solving court in Michigan has been the drug treatment court. Drug courts were shown to be one of the most effective ways to break the cycle of drug use and criminality by engaging high need substance-abusing offenders in drug court programs. Michigan implemented legislation (P.A. 224 of 2004) outlining standards for new and existing drug courts. The Act also addresses admission criteria, participant requirements, and data collection needs. In order to better collect consistent statistical drug court data, the former Office of Drug Control Policy partnered with the State Court Administrative Office (SCAO) to develop a web-based database in which all Michigan drug courts can access and report their data at no cost. This database is fully implemented and individual drug courts are currently entering data into the system. The SAA has worked closely with SCAO, the Michigan Department of Corrections (MDOC), Office of Highway Safety and Planning (OHSP), Michigan

Department of Human Services (MDHS), Michigan Department of Community Health (MDCH), Michigan Association of Drug Court Professionals (MADCP), and with individual courts to expand drug court capacity and efficacy within Michigan. Currently, there are 113 operational drug courts statewide. The state of Michigan continues to place a priority on high-risk felony offenders who are otherwise prison bound, and the courts that serve this population are those currently being funded with Byrne JAG.

This program area will continue to support drug courts, offering an integrated systematic approach to dealing with a broad range of drug-using offenders, including juveniles and adults. The benefits of drug courts include a reduction in recidivism and lower overall costs due to reduced reliance on jails and prisons.

Priority Population Drug Court Goals:

- a) Offer a systems approach that assists communities in responding to criminal justice issues unique to their jurisdiction.
- b) Hold offenders accountable.
- c) Reduce recidivism of offenders.

Priority Population Drug Court Performance Measures:

- a) Number of clients screened and accepted into drug courts.
- b) Program activities and treatment services provided.
- c) In-program violations resulting in sanctions.
- d) Number of arrests, detentions, and jail stays during program participation.
- e) Program completion rates.
- f) Post-program performance (e.g., arrests, drug use, etc.) of program graduates.

3. Juvenile-Focused Community Policing Strategy

Comprehensive intervention programs are needed to address the significant problems associated with the development of criminal careers among juveniles. Members of law enforcement agencies that work directly with the public are in a unique position to intervene so that those who are at risk, or who are already offending, are helped earlier in life. In order to ensure effective interventions, it is necessary for law enforcement to develop and/or engage in programs that are an enhancement to youths' normal, routine activities and are based on sound scientific studies and best practice.

The Juvenile-Focused Community Policing program area is designed to foster proactive, problem-oriented interventions to combat juvenile delinquency through youth-focused crime, drug prevention programs and activities. This program area will support evidence-based strategies, led by law enforcement agencies, to address and prevent juvenile delinquency. These interventions may include youth mentoring and community service activities, evidence-based drug/violence prevention programs, youth academies, and events that facilitate parent and community engagement. Strategies may be comprehensive and involve services for parents or other caregivers. The creation of partnerships will be a key component of this program area, as combining resources and sharing information increases the likelihood of success. A well-developed collaborative effort between agencies in local communities prevents the duplication of services, provides time and cost savings, and ensures that the at-risk youth are being identified and served.

The MSP is currently conducting a process and outcome evaluation of one of its juvenile programs, the Michigan State Police Youth Leadership Academy (MSPYLA), in

partnership with Central Michigan University, during the summer of FY 2014. These results will be used to modify and enhance the current methods to ensure that outcomes are consistent with the program goals. The evaluation will be completed by summer 2015.

Juvenile-Focused Community Policing Goals:

- a) Increase positive perceptions of, and interactions with, law enforcement.
- b) Develop participants' leadership skills by increasing knowledge, positive attitudes, and behaviors through teaching and modeling qualities indicative of a leader.
- c) Foster collaboration between local agencies to increase the level of services to youth and their families.
- d) Address and prevent juvenile delinquency, drug use and criminal behavior.

Juvenile-Focused Community Policing Performance Measures:

- a) Number of students enrolled in programs.
- b) Pre- and post-test comparisons of leadership knowledge, attitudinal, and behavioral measures of program participants.
- c) Statistics on the number of violations, apprehensions, prosecution and adjudications of program participants during the program and after program completion. Pre- and post-test comparisons of school attendance, substance use, parental interaction, and other attitudinal measures of program participants. Documentation on the number of individuals assigned to specific juvenile

intervention programs and the number of contacts made with the program participants during the intervention period.

4. School Safety Strategy

Funding for school security and emergency preparedness has dwindled during the past decade; thus, schools and communities face multiple challenges due to lack of equipment and staff training opportunities. There is limited access to the expertise necessary to sufficiently prevent, plan, and train for events such as school violence and natural disasters. The state of Michigan has placed a high priority on providing resources to reduce violence and increase emergency preparedness in schools and communities and will be releasing an updated “School Safety Response Plan” template to all schools and law enforcement in the summer of 2014. This program area will support that priority through initiatives such as purchases of school safety equipment, provision of evidence-based violence prevention programs, enhancement of mental health services in the schools, implementation of safety response plans and drills, and training for all of the above.

School Safety Goals:

- a) Create a safer school environment through violence prevention.
- b) Create a more secure school environment by developing and enhancing school safety responses and protocols.

School Safety Performance Measures:

- a) Statistics on the number of violent incidents that occurred before and after programming.
- b) Number of mental health trainings conducted and the number of law enforcement members trained.
- c) Number of security weaknesses identified and the number of security enhancements.

5. DDACTS Strategy

DDACTS is an evidence-based “smart policing” strategy that integrates location-based crime and traffic crash data to establish effective and efficient methods for deploying law enforcement and other resources. Using geo-mapping and techniques such as temporal and spatial analysis, areas that have high incidences of crime and crashes are identified. By saturating these locations of high crime and crash rates with highly visible traffic enforcement, DDACTS communities play a simultaneous dual role: fighting crime and reducing traffic crashes/traffic violations. Drawing on the deterrent value of highly visible law enforcement presence, the objective of DDACTS is to reduce the incidence of crime, crashes, and traffic violations in Michigan communities.

Applicants must demonstrate a capacity and/or plan to implement the following seven guiding principles: partners and stakeholder participation; data collection; data analysis; strategic operations; information sharing and outreach; monitoring, evaluation, and adjustments; and outcomes.

DDACTS Goal:

- a) Decrease crime and traffic crashes to reduce social harm and improve quality of life in communities.

DDACTS Performance Measures:

- a) Pre- and post-measures of crime and crashes in the targeted communities.
- b) Crime and crash reduction over a sustained period.
- c) Cost savings.
- d) Number of meetings/contacts with stakeholders and number of news stories.

6. High-Crime Cities Prosecution Efforts Strategy

Michigan's secure cities have been hit hard with violent crime rates and gang activity. However, programs and partnerships have been initiated through multiagency strategies to identify, isolate, and reduce the crime causative factors in these communities. This program area is designed to provide support to prosecuting attorneys in these cities to deal with violent, gun and gang-related crimes. Prosecution plays a vital role in community restoration, and increased police resources must be supported by increased prosecution services to effect long term problem solving initiatives.

High-Crime Cities Prosecution Efforts Goals:

- a) Implement problem solving initiatives.
- b) Effective case administration.
- c) Interagency partnerships.

High-Crime Cities Prosecution Efforts Performance Measures:

- a) Number of target offense arrests.
- b) Number of nuisance abatements resolved.
- c) Parole and probation violations.
- d) Number of vertical prosecutions.
- e) Crime reduction.
- f) Percent of cases in which data about a defendant, defendant's associations, or offense location was used to develop a prosecution strategy.
- g) Percent of cases prosecuted by a single attorney.
- h) Average number of meetings with external agencies.
- i) Number of initiatives in defined "hot spots."
- j) Number of cases involving external agencies.

B. Strategic Planning Process

In the fall of 2013, Michigan's SAA held a stakeholders' meeting to develop a strategic plan for Byrne JAG and to seek input regarding where funding should be focused for the next three to five years. At the stakeholders' meeting, all criminal justice entities were informed that the SAA is looking for new, innovative ideas that incorporate best practices, that will help improve more than one area of the criminal justice system, and that are evidence-based. Listed below are the stakeholders who participated in the meeting and assisted with prioritizing future program areas:

- Governor's Office
- MSP

- Michigan Association of Chiefs of Police (MACP)
- Michigan Sheriff's Association (MSA)
- Prosecuting Attorneys Coordinating Council/ Prosecuting Attorneys Association of Michigan (PACC/PAAM)
- SCAO
- MDOC
- State Appellate Defenders Office (SADO)

Listed below are the program areas that were voted on by all stakeholder representatives present, and prioritized (from highest priority to lowest priority) based on stakeholder input:

1. DDACTS
2. MJTFs
3. Technology updates for record sharing (police/prosecutors/courts)
4. Drug Treatment Courts
5. Additional officers on the Absconder Recovery Unit/MDOC Team
6. Multi-agency Investigative Units
7. Sentencing Advocacy for Criminal Defense

**Scoring was completed by the Michigan Justice Statistics Center, School of Criminal Justice, Michigan State University, which is the Byrne JAG Statistical Analysis Center for Michigan.*

From these program areas, the SAA identified five goals which, along with input from the Governor's Office, will become the basis for directing Michigan's Byrne JAG funds through FY 2017. It must be noted that annual award amounts from the DOJ will determine the number of program areas funded each year, as well as funding levels for each program area. Funding is needed for law enforcement equipment, evidence-based programs for juveniles, prosecutors for teams in high-crime cities, and improved mental health services. While funding for indigent defense is a priority for the SAA, it is not included in the application this year due to state general funds being provided for this same requested purpose. Some program areas listed in this strategic plan may not be funded during every grant cycle (year) and, depending on emerging priority needs, future funding may include program areas not listed in this plan. In addition, because of the importance of certain issues, some program areas that did not score high at the stakeholders' meeting may still receive a restricted amount of funding, due to their evident need for government involvement. Also included in this plan is a goal to, "Annually identify and pursue funding, as needed, to address emerging public safety issues." This goal is intended to help combat developing criminal justice issues and unforeseen problems in the coming years.

C. Strategic Planning/Coordination Efforts with Other Criminal Justice/Juvenile Justice Agencies

The Director of the MSP, who is also the SAA Director, ultimately oversees Byrne JAG funding, as well as all other MSP functions. The Director is in a unique position to be a facilitator and convener of stakeholders from every aspect of the criminal justice system. The MSP maintains partnerships with other state agencies including the

Governor's Office, the MADCP, the MDOC, the MDCH, the Michigan Department of Education (MDE), and the MDHS, which includes Juvenile Justice. One example of these partnerships is the school security partnership between the MSP and the MDCH, MDE, and MDHS. This collaborative body was formed to reduce school violence and provide emergency preparedness training to local school districts. Byrne JAG funds from FY 14 will again be used to help support statewide and local school safety initiatives to keep up with current needs.

D. Plan for Collecting and Submitting Performance Measurement Data

The SAA requires each subrecipient of the Byrne JAG funds to complete a Quarterly Progress Report (QPR) on the PMT Web site, which is then compiled when the SAA submits the aggregated state quarterly PMT report to BJA. In addition, funded program areas are required to submit a QPR that collects more detailed information on activities and provides information for the state of Michigan metrics submitted to the Governor's Office.